



Photo Credit: UNHCR

Legal Channels for Refugee Protection in Europe: A Pivotal Moment for Strategic Thinking

12 October 2017





SPEAKERS



Brian Salant is a Research Assistant with the Migration Policy Institute's International Program, where his research focuses on skilled labor mobility in the ASEAN region, qualifications recognition, and public attitudes toward migration. Prior to joining MPI, Mr. Salant interned at the Public Diplomacy Section of the U.S. Embassy in Ankara, Turkey, where he coordinated youth outreach programs, and later at the Meridian International Center in Washington, D.C. designing exchange programs to nurture social entrepreneurship among youth leaders from around the world. Mr. Salant holds a master's degree in European and Russian studies from Yale University, a master's in EU studies from the University of Ghent, and a bachelor of arts from the University of California, Los Angeles.



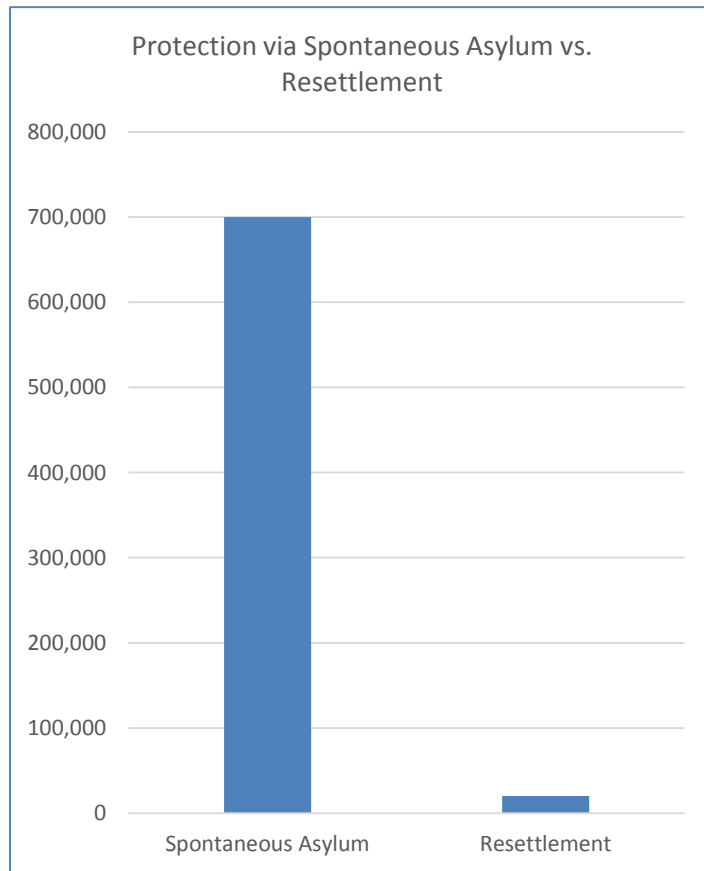
Susan Fratzke is a Policy Analyst and Program Coordinator with MPI's International Program. Her research areas include forced migration, asylum, and resettlement policy, with a particular focus on Europe. Before joining MPI, Ms. Fratzke worked for the U.S. Department of State's Bureau of Population, Refugees, and Migration. Prior to that, she worked with an adult literacy program serving immigrant and refugee students in Minnesota. Ms. Fratzke holds an MA in German and European studies, with a concentration in European migration policy, from Georgetown University's School of Foreign Service, where she also received a certificate in refugees and humanitarian emergencies from the Institute for the Study of International Migration. Ms. Fratzke also holds a BA in political science (with honors) from Iowa State University.



TRACING THE CHANNELS REFUGEES USE TO SEEK PROTECTION IN EUROPE



1. Legal channels of entry are small relative to size of spontaneous asylum system



- Majority of asylum applicants arrive via non-humanitarian channels
- Interest in expanding legal pathways to entry
- Resettlement has failed to keep pace with protection demand



2. Unclear how legal pathways fit together

- **Resettlement**
- **Humanitarian Admissions Programs**
- **Humanitarian Visas**
- **Family Reunification**

- Monitoring and Evaluation impossible without knowing who and how many people use these channels

- Overlap in goals, resources, and outcomes



3. Family reunification an important channel, but often overlooked

	Denmark		Netherlands		Sweden		United Kingdom	
	Family reunion	Positive asylum decisions	Family reunion	Positive asylum decisions	Family reunion	Positive asylum decisions	Family reunion	Positive asylum decisions
2008	259	730	-	-	10,665	7,840	-	-
2009	437	790	-	-	9,273	7,095	-	-
2010	508	1,345	-	-	3,166	8,510	-	-
2011	543	1,310	-	-	3,037	8,805	-	-
2012	671	1,695	-	-	7,897	12,400	-	-
2013	1,193	2,810	-	-	10,673	24,015	4,699	8,550
2014	2,402	5,480	5,360	12,550	13,100	30,650	4,973	10,120
2015	8,092	9,920	13,850	16,450	16,251	32,215	5,131	13,950
2016	4,312	7,125	11,810	20,810	15,148	66,585	6,368	9,935



Findings raise several strategic and operational questions...

- Is it possible to achieve a strategic impact without a clear concept of how humanitarian channels are used, how many spots are available, and for whom?
- What are the implications for admissions and integration systems of operating multiple different pathways in parallel?
- What are the costs of repeatedly scaling up and then tearing down administrative infrastructure for ad hoc programs?



Policy and practical implications

- Need to think beyond ad hoc programs to building a more permanent infrastructure for resettlement and humanitarian programs.
- But maintain some flexibility to allow programs to respond to changing needs or unique situations.
- Need for some coordination and commonality among EU Member States in how this is done.
- Consider the goals of an initiative from the beginning of program design.



PRIVATE AND COMMUNITY SPONSORSHIP OF REFUGEES



What is private sponsorship of refugees?

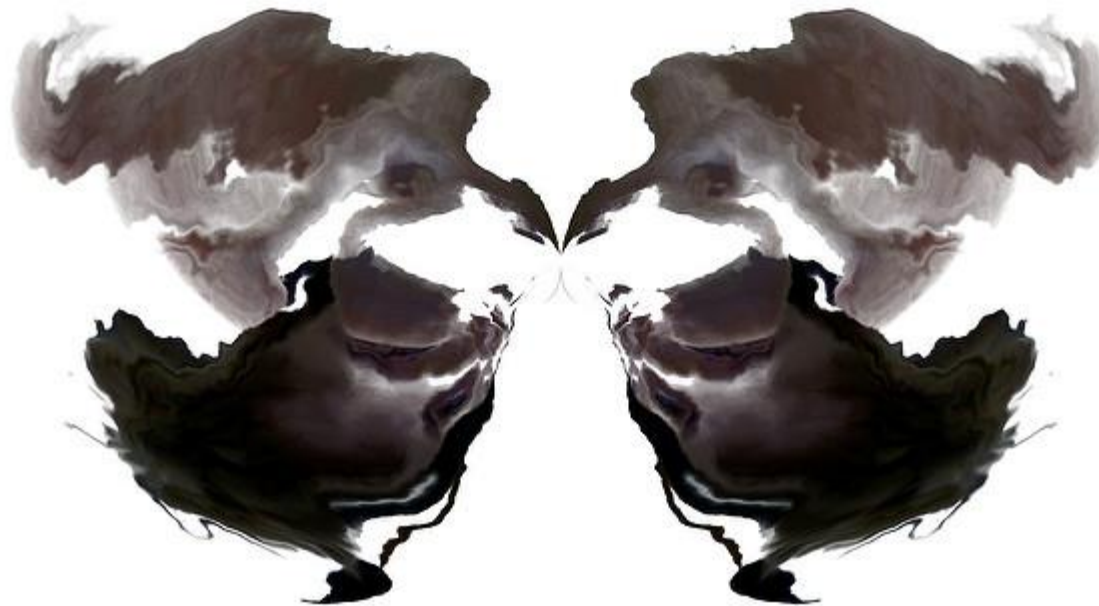


Photo credit: [zeh fernando](#)



Possible goals of sponsorship initiatives

- Create an additional legal pathway to protection
- Expand the scope of a protection program for a target group
- Improve integration and community cohesion



Models for community and private sponsorship

1. As a separate, additional channel
2. As a complementary channel within an existing resettlement program
3. As a complement to the asylum and reception system



LOOKING AHEAD



Brian Merriman

Principal Officer for Asylum Policy, Irish Naturalisation and Immigration Service, Department of Justice and Equality, Ireland



Brian Merriman has been assigned responsibility at the Principal Officer level for Asylum Policy at the Irish Naturalisation and Immigration Service (INIS) within the Irish Department of Justice and Equality.

Based in INIS, he has responsibility for policy inputs on asylum matters including the International Protection Bill and its implementation; the outcomes of the Report of the Working Group on the Protection Process; and the Task Force on Transitioning out of Direct provision. Representing INIS, he contributes to developments at the European Union; Council of Europe; United Nations; Intergovernmental Consultations on Migration, Asylum and Refugees; and Global Forum for Migration and Development. He also liaises with the UNHCR (UN Refugee Agency) and NGOs, and supports Irish asylum agencies in fulfilling their mandate.

Mr. Merriman was previously an Acting CEO, Head of Legal services, and Head of Communications at the Equality Authority. He has also been head of information at the Employment Equality Agency and the Combat Poverty Agency and acted as a Press officer for some Government Departments. He holds a Masters degree in Equality Studies from UCD.



Janne Grote

Policy Analyst at the National Contact Point of the European Migration Network, German Federal Office for Migration and Refugees (BAMF)



Janne Grote is a Research Associate and Policy Analyst at the German National Contact Point of the European Migration Network, based at the Research Centre of the Federal Office for Migration and Refugees in Nuremberg. He is the author of the German EMN studies on *Resettlement and humanitarian admission programmes in Germany*, *Family reunification of third-country nationals in Germany*, and *Responses to the changing influx of asylum seekers in Germany*. He is pursuing his Ph.D. at the Bremen International Graduate School of Social Sciences (BIGSSS) and has recently published a book *Refusal, discrimination and violence of adolescents in the German (post)migration society*.

Family Reunification as a Legal Channel for Refugee Protection in Germany

MPI Webinar

**“Legal Channels for Refugee Protection in Europe: A Pivotal Moment
for Strategic Thinking”**

October 12, 2017

by Janne Grote

German National Contact Point of the EMN /
Federal Office for Migration and Refugees

Number of family reunifications

Country of origin	Family reunification (entries)			
	2013	2014	2015	2016
Syria	860	3,025	15,956	31,782
Iraq	818	797	1,800	7,770
All nationals	56,046	63,677	82,440	105,551

Source: BAMF 2017: 94 / Central register of foreign nationals

Restriction of access: Suspension until 16th March 2018 for all those who were granted subsidiary protection after 17th March 2016

Facilitation of access: In 2015 resettled refugees were put on equal footing with beneficiaries of protection in regard to family reunification

Practical issues

- **Family Assistance Programme (FAP)** by IOM Turkey funded by the German Federal Foreign Office (FAP offices in Turkey, Lebanon and Iraq for Syrian and Iraqi refugee families)
- **New website** was launched: <https://fap.diplo.de/>
- **Second visa department** opened at the General Consulate to Istanbul

Interlinkage of family reunification with other legal channels for refugee protection

- **Resettled** refugees and **beneficiaries of protection**: privileged rights (exception: suspension of family reunification for beneficiaries of subsidiary protection from 17th March 2016 until 16th March 2018)
- **Humanitarian Admission Programmes (HAP)**: Family reunification limited to exceptional cases
- **Private Sponsorship Programmes**: extended definition of family members (first and second-degree relatives, e.g. grandparents, grandchildren or siblings)

Thank you for your attention

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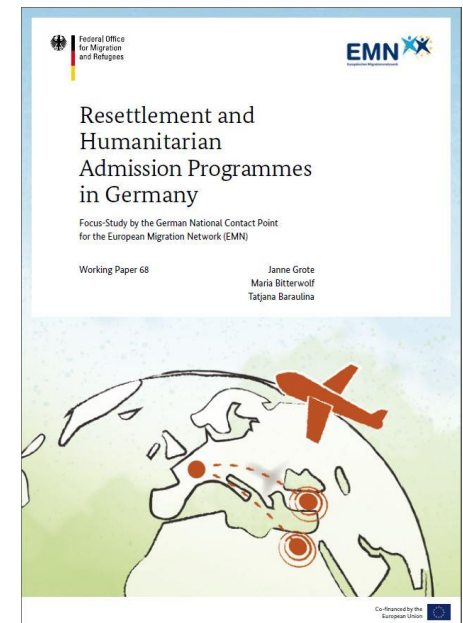
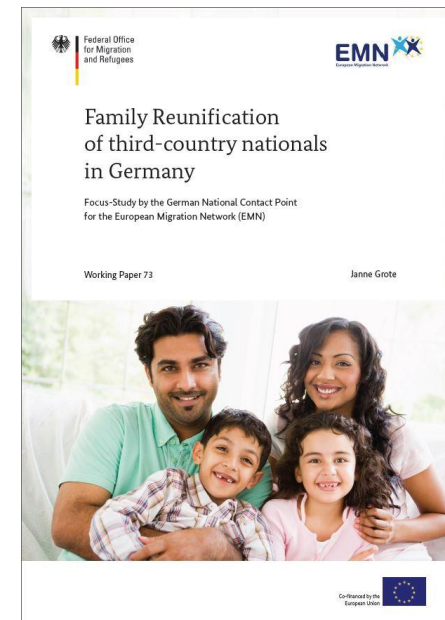
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Third-country nationals admitted via different humanitarian admission programmes and schemes in Germany (2012 – Sept 2017)

Admission programme/scheme	Persons entering per year						
	2012	2013	2014	2015	2016	Jan-Sept 2017	Total
Private sponsorship programmes for Syrian beneficiaries of protection	-	ni	ni	ni	ni	ni	23,378
HAP Syria I, II & III	-	1,879	9,933	7,147	88	-	19,047
Relocation from Italy and Greece	-	-	-	11 (ITA) 10 (GRC)	444 (ITA) 634 (GRC)	3,186 (ITA) 4,194 (GRC)	8,479
Admission scheme for Afghan local staff	-	67	946	1,018	721	364	3,116
Resettlement	307	293	321	480	1,060 (TUR); 155 (LBN)	22 (LBN) 363 (EGY)	3,001
HAP Turkey (Syrians under the 1:1 mechanism with Turkey)	-	-	-	-	-	2,265	2,265
Humanitarian admission programme for Yazidi Women and children from Northern Iraq to Baden-Wuerttemberg	-	-	ni	ni	ni	ni	1,000*
Total	307	2,239	11,200	8,666	3,102	10,394	60,286

Source: Federal Office for Migration and Refugees; Grote/Bitterwolf/Baraulina 2016

*Landtag Baden-Württemberg 2016

Sources:

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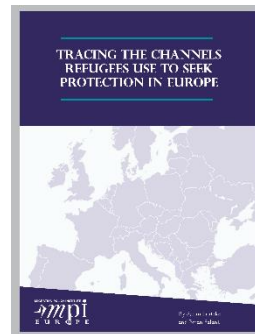
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- Audio from today's webinar will be available at www.migrationpolicy.org/events
- The two reports discussed today available on MPI Europe's website www.mpieurope.org

*Tracing the channels
refugees use to seek
protection in Europe*



*Engaging communities in refugee
protection: The potential of
private sponsorship in Europe*



- For further information, reporters can contact Michelle Mittelstadt at communications@migrationpolicy.org or +442081236265
- For additional information and to receive updates visit www.migrationpolicy.org/signup